

## Message Text

CONFIDENTIAL

PAGE 01 BOGOTA 03069 042207Z

73

ACTION ARA-10

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-03 H-02 INR-07 L-02

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06

AID-05 COME-00 EB-07 FRB-03 TRSE-00 XMB-02 OPIC-03

CIEP-01 LAB-04 SIL-01 OMB-01 IO-10 SAB-01 AGR-05

TAR-01 /099 W

----- 125129

P R 042054Z APR 75

FM AMEMBASSY BOGOTA

TO SECSTATE WASHDC PRIORITY 7897

INFO AMCONSUL CALI

AMCONSUL MEDELLIN

C O N F I D E N T I A L BOGOTA 3069

E.O. 11652: GDS

TAGS: PFOR CO

SUBJECT: SECRETARY'S LUNCHEON WITH FOREIGN MINISTER LIEVANO-ELEMENTS  
OF CURRENT COLOMBIAN FOREIGN POLICY

REF: BOGOTA 3070

1. THERE FOLLOW SOME OBSERVATIONS ON COLOMBIAN FOREIGN POLICIES WHICH  
THE SECRETARY MAY FIND USEFUL IN HIS MEETING WITH FOREIGN MINISTER  
LIEVANO.

2. BILATERAL RELATIONS. THERE HAS, IN RECENT MONTHS, BEEN A SIGNIFICANT

CHANGE IN THE COLOMBIAN-U.S. RELATIONSHIP. WHILE THAT RELATIONSHIP  
REMAINS BASICALLY CORDIAL, THERE HAS, SINCE THE INSTALLATION OF THE  
LOPEZ ADMINISTRATION, BEEN A MOVE AWAY FROM THE CLOSE ASSOCIATION WITH

THE U.S. THAT WAS A CHARACTERISTIC OF PREDECESSOR ADMINISTRATIONS.  
THAT MOVEMENT, WHICH IS BY NO MEANS IRREVERSIBLE, STEMS FROM SEVERAL  
FACTORS. PRESIDENT LOPEZ, WHOTLIN HIS CAMPAIGN HAD PROMISED TO MOVE  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BOGOTA 03069 042207Z

THE COUNTRY TO THE LEFT, HAS, TO DATE, BEEN ABLENQO EFFECT ONLY MINOR

CHANGES IN COLOMBIA'S BASICALLY CONSERVATIVE SOCIAL STRUCTURE.

FOREIGN POLICY SHIFTS, SUCH AS THE RECOGNITION OF CUBA AND A LESSER IDENTIFICATION WITH U.S. POLICIES, PROBABLY REPRESENT A MORE ATTRACTIVE METHOD OF REDEEMING SUCH CAMPAIGN PLEDGES THAN DOES A FRONTAL ASSAULT ON THE WELL ENTRENCHED INTERESTS THAT WOULD OPPOSE A FAR REACHING PROGRAM OF CHANGE ON THE DOMESTIC FRONT.

3. A MORE FUNDAMENTAL REASON FOR THE GOC'S RE-EXAMINATION OF ITS U.S. RELATIONSHIP, HOWEVER, IS WHAT THE COLOMBIANS PERCEIVE AS U.S. INDIFFERENCE TO THEIR INTERESTS AS WELL AS THE LACK OF A U.S. QUID PRO QUO FOR GOC SUPPORT. THESE PERCEPTIONS ARE REFLECTED IN A NUMBER OF THE COLOMBIAN FOREIGN POLICY POSITIONS OUTLINED BELOW.

4. CUBA. THE QUITO CONFERENCE WAS LIEVANO'S FIRST MAJOR UNDER-TAKING AFTER BECOMING FOREIGN MINISTER. IN THE AFTERMATH OF THE CONFERENCE, LIEVANO WAS SUBJECT TO CONSIDERABLE CRITICISM FOR HIS HANDLING OF THE MATTER. HE PUBLICLY PLACED A MAJOR PORTION OF THE BLAME ON THE U.S. WHICH, HE BELIEVES, HAD IT IN ITS POWER TO ALLOW A TWO THIRDS VOTE IN FAVOR OF LIFTING THE CUBAN SANCTIONS. HE WAS CRITICAL OF THE SECRETARY'S ABSENCE FROM THE MEETING. LIEVANO ALSO SUBSEQUENTLY MADE REFERENCE TO THE "FICTION" OF ABSTENTION VOTES AT QUITO. ON A MORE OBJECTIVE PLANE, THE GOC FELT THAT THEY HAD ACCOMMODATED THE U.S. ON THE CUBAN ISSUE LONG AFTER THE SANCTIONS WERE APPROPRIATE OR USEFUL. DESPITE A DESIRE TO AVOID DAMAGE TO THE OAS AND TO MAINTAIN GOOD RELATIONS WITH THE U.S. THE GOC, PERCEIVING NO READINESS FOR CHANGE BY THE U.S., DECIDED AFTER QUITO TO IMPLEMENT ITS POLICY OF "IDEOLOGICAL PLURALISM" BY RENEWAL OF CUBAN RELATIONS.

5. OAS. COLOMBIA STILL PLACES CONSIDERABLE IMPORTANCE ON A FUNCTIONING INTER-AMERICAN SYSTEM. (THE CHRONIC BUT NON-CRITICAL BOUNDARY DISPUTE WITH VENEZUELA AND A TRADITIONAL PREFERENCE FOR LEGALISTIC SOLUTIONS TO INTERNATIONAL DIFFERENCES CONTRIBUTE TO THIS PREFERENCE.) LIEVANO HAS PROPOSED A FORMULA, ESSENTIALLY COSMETIC, FOR ALLOWING THE NEXT OAS MINISTERIAL MEETING TO LIFT THE CUBAN SANCTIONS AND TO THUS BRING THE ORGANIZATION IN TO LINE WITH THE DE FACTO SITUATION REGARDING CUBA. COLOMBIA ADVOCATES A STRONGER EXECUTIVE ROLE FOR THE OAS, BUT IS NOT OPTIMISTIC ABOUT THE ORGANIZATION BEING ABLE TO DEVELOP SUCH A CAPACITY. THEY SUPPORT THE COSTA RICAN/PANAMANIAN MOVES TO REPLACE GENERAL DEBATE  
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 BOGOTA 03069 042207Z

WITH "DIALOGUE" AT THE OPENING OF THE OASGA. THERE IS PROBABLY SOME READINESS ON THE PART OF THE GOC TO ADVANCE FORMER PRESIDENT PASTRANA AS A CANDIDATE FOR SECRETARY GENERAL, BUT ONLY IF THE EFFORTS AT CHARTER REFORM ARE SUCH AS TO GIVE THE OFFICE GREATER SCOPE THAN IT NOW HAS.

6. PANAMA CANAL. COLOMBIA, AS THE ONLY NATION ON THE SOUTH AMERICAN CONTINENT THAT USES THE CANAL FOR INTRA-COASTAL SHIPPING, HAS A

STRONG INTEREST IN THE CONTINUED ORDERLY OPERATIONS OF THE CANAL. THEY FEEL BOUND, HOWEVER, IN THE NAME OF REGIONAL UNITY, TO GIVE PUBLIC SUPPORT TO PANAMAIAN ASPIRATIONS. THE GOC HAS MADE A NUMBER OF INQUIRIES CONCERNING THEIR ISTHMIAN TRANSIT RIGHTS AS SET FORTH IN THE THOMPSON-URRUTIA TREATY OF 1914. TO DATE THE U.S. RESPONSE HAS BEEN TO TELL THEM THAT WE WILL CONSULT THEM AT AN APPROPRIATE STATE OF THE U.S.-PANAMANIAN NEGOTIATIONS. A U.S. MOVE TO CONSULT COLOMBIA ON THIS MATTER WOULD BE USEFUL BOTH IN THE CONTEXT OF CANAL ISSUES AND AS AN INDICATION OF CONCERN FOR COLOMBIAN INTERESTS.

7. QUITA SUENO. THE COLOMBIAN GOVERNMENT HAS RATIFIED THE TREATY WHEREBY THE U.S. RELINQUISHES CLAIM TO SEVERAL SMALL CARIBBEAN ISLANDS. THE U.S. HAS, TO DATE, NOT MOVED TO COMPLETE THE RATIFICATION PROCESS. THE DELAY IS COMING TO BE SEEN IN COLOMBIA AS A MANIFESTATION OF U.S. INDIFFERENCE.

8. COFFEE AGREEMENT. COLOMBIA STILL DERIVES SOME 44 PERCENT OF ITS FOREIGN EXCHANGE EARNINGS FROM COFFEE. THE GOC REGARDS A NEW COFFEE AGREEMENT AS NECESSARY FOR ECONOMIC PLANNING. THEY BELIEVE THAT SUCH AN AGREEMENT WOULD NOT BE COSTLY TO THE US AND BELIEVE THAT THE U.S. HOLDS THE KEY TO THE ACHIEVEMENT OF A NEW AGREEMENT. THEY PERCEIVE OUR UNREADINESS TO MOVE ON THE MATTER AS YET ANOTHER MANIFESTATION OF INDIFFERENCE TO COLOMBIAN CONCERNS.

9. ANDEAN PACT. COLOMBIA HAS BEEN A STRONG SUPPORTER OF THE ANDEAN PACT FROM ITS BEGINNING. THE FOREIGN INVESTMENT CODE IS INCORPORATED IN COLOMBIAN LAW, THOUGH THE GOVERNMENT HAS EXERCISED SOME OF THE OPTIONS IN THE CODE TO RELAX ITS APPLICATION TO MINING, FINANCE, AND MARKETING. PRESIDENT LOPEZ AND VENEZUELAN PRESIDENT PEREZ SIGNED A JOINT DECLARATION DURING THE RECENT PRESIDENTIAL MEETING IN PANAMA EXPRESSING, IN VERY GENERAL TERMS, THEIR CONFIDENCE IN AND COMMITMENT TO ANDEAN INTEGRATION (BOGOTA 2960). WITH VENEZUELAN MEMBERSHIP IN THE PACT SINCE LAST YEAR, AND GROWING CONFIDENTIAL

CONFIDENTIAL

PAGE 04 BOGOTA 03069 042207Z

COLOMBIAN-VENEZUELAN COOPERATION, THE FOCUS OF THE PACT SEEMS TO BE SHIFTING AWAY FROM THE SOUTHERN MEMBERS TOWARD THE TWO ECONOMICALLY DOMINANT NORTHERN MEMBERS. COLOMBIA'S ANDEAN TRADE IS INCREASING AND IN 1974, AT \$481 MILLION, WITH A \$38 MILLION SURPLUS, REPRESENTED 14.5 PERCENT OF ITS TOTAL TRADE.

10. TRADE ACT OF 1974. THE COLOMBIANS VIEW THE 1974 TRADE ACT AS ONE THAT NEITHER HARMS NOR BENEFITS THEM. THEY VIEW TITLE V, HOWEVER, AS AKIN TO THE HICKENLOOPER AMENDMENT, AND AS ANOTHER MEASURE TO MAKE U.S. ASSISTANCE CONDITIONAL. COLOMBIA'S OFFICIAL REACTION HAS BEEN RELATIVELY MODERATE WHILE NEVERTHELESS REFLECTION A POLITICAL COMMITMENT TO SUPPORT VENEZUELA'S COMPLAINTS ABOUT THE OPEC CLAUSE, SUPPORT THAT MINISTER LIEVANO MAY REPEAT IN WASHINGTON.

11. IDB LOAN EXTENSION. THE FOREIGN OFFICE UNDER SECRETARY FOR ECONOMIC AFFAIRS HAS TOLD US THAT THE FOREIGN MINISTER PLANS TO RAISE THE QUESTION OF U.S. OPPOSITION TO COLOMBIA'S REQUEST FOR A ONE-YEAR EXTENSION OF THE REMAINING \$3.2 MILLION OF AN IDB LOAN FOR RURAL ROAD CONSTRUCTION. THE LOAN, ORIGINALLY FOR FOUR YEARS, HAS BEEN EXTENDED FOR ONE YEAR, AND A SECOND EXTENSION WOULD VIOLATE THE IDB POLICY OF LIMITING SUCH LOANS TO A FIVE YEAR MAXIMUM. EVEN IF THE U.S. HAS ALREADY VETOED THE EXTENSION IN THE BOARD OF GOVERNORS, COLOMBIA WILL SEEK RECONSIDERATION. (BOGOTA 2993).

12. AS INDICATED IN THE FOREGOING, COLOMBIAN POLICIES ARE UNDER GOING A PROCESS OF CHANGE. COLOMBIA IS STILL ONE OF OUR CLOSEST ASSOCIATES IN THE HEMISPHERE. THE GOC, HOWEVER, IS RE-EXAMINING ITS POLICIES FROM A POINT OF VIEW OF SELF INTEREST. THEY BELIEVE THAT, DESPITE SIZEABLE CULTURAL AND INSTITUTIONAL DIFFERENCES, THEIR INTERESTS OFTEN LIE WITH OTHER LDC'S SUCH AS THE GROUP OF SEVENTY SEVEN. AT THE SAME TIME, HOWEVER, WE BELIEVE THAT THE U.S., BY EVINCING A GREATER CONCERN ABOUT COLOMBIAN INTERESTS AND ASPIRATIONS, HAS THE POWER TO CHECK THE COLOMBIAN SHIFT AWAY FROM ITS CLOSE IDENTIFICATION WITH THE U.S. IN VIEW OF COLOMBIA'S STATUS AS ONE OF THE TWO FUNCTIONING DEMOCRACIES IN SOUTH AMERICA, IT IS IN OUR INTEREST TO TAKE ADVANTAGE OF THIS RECEPTIVITY WHILE IT REMAINS.  
VAKY

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** FOREIGN RELATIONS, MEETING AGENDA, POLICIES, DIPLOMATIC DISCUSSIONS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 04 APR 1975  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** GolinoFR  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1975BOGOTA03069  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D750117-0886  
**From:** BOGOTA  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1975/newtext/t19750482/aaaacwxu.tel  
**Line Count:** 193  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ACTION ARA  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 4  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 75 BOGOTA 3070  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** GolinoFR  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 05 SEP 2003  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <05 SEP 2003 by ShawDG>; APPROVED <17 NOV 2003 by GolinoFR>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
05 JUL 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** SECRETARY'S LUNCHEON WITH FOREIGN MINISTER LIEVANO-ELEMENTS OF CURRENT COLOMBIAN FOREIGN POLICY  
**TAGS:** PFOR, CO, US, (KISSINGER, HENRY A), (LIEVANO AGUIRRE, INDALECIO)  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006